# <u>Committee Name</u>: Senate Committee – Judiciary, Corrections and Privacy (SC–JCP)

Appointments

03hr\_SC-JCP\_Appt\_pt00

**Committee Hearings** 

03hr\_SC-JCP\_CH\_pt00

**Committee Reports** 

03hr\_SC-JCP\_CR\_pt00

Clearinghouse Rules

03hr\_SC-JCP\_CRule\_03-

**Executive Sessions** 

03hr\_SC-JCP\_ES\_pt00

# **Hearing Records**

03hr\_ab0000

03hr\_sb0224

Misc.

03hr\_SC-JCP\_Misc\_pt00

**Record of Committee Proceedings** 

03hr\_SC-JCP\_RCP\_pt00



**ASSISTANT MAJORITY LEADER** 

CHAIRPERSON

COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY

VICE CHAIRPERSON

COMMITTEE ON HOMELAND SECURITY, VETERANS AND MILITARY AFFAIRS AND GOVERNMENT REFORM MEMBER

COMMITTEE ON SENATE ORGANIZATION
COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES
COMMITTEE ON LABOR, SMALL BUSINESS DEVELOPMENT AND CONSUMER AFFAIRS
SENTENCING COMMISSION
COUNCIL ON TOURISM
JUDICIAL COUNCIL

August 6, 2003

Representative Albers and Senator Fitzgerald Joint Review committee on Criminal Penalties 3 North State Capitol Madison, WI

#### Dear Representative Albers:

Pursuant to section 13.525 (5), Wisconsin Statutes, the Co-Chairs of the Joint review committee on Criminal Penalties shall prepare and submit a report in writing setting forth an opinion under the above statute on Senate Bill 224, relating to operating a vehicle or operating or going armed with a firearm after using certain controlled substances and providing penalties.

Sincerely,

Senator Dave Zien

Chair

Committee on Judiciary, Corrections and Privacy

cc: Senate Chief Clerk





# REPORT OF THE DEPARTMENT OF TRANSPORTATION UNDER WIS. STAT. 13.0965 FOR 2003 ASSEMBLY BILL 458 AND 2003 SENATE BILL 224

Wis. Stat. 13.0965 requires the Department of Transportation to review bills proposing the revocation of a motor vehicle operating privilege. Assembly Bill 458 was introduced August 4, 2003; and Senate Bill 224, August 6, 2003. Both bills propose to require the revocation of the operating privilege of any person convicted of operating a motor vehicle while having a detectable amount of a defined restricted controlled substance in his or her blood. The report is required to be submitted before any public hearing is held or before any vote is taken by either house. The report is required to state "whether the bill is consistent with a policy of revoking an operating privilege only for traffic violations that are likely to result in death, personal injury or serious property damage." The statute requires this report to be printed as an appendix to the bill and distributed in the same manner as amendments.

Both bills create offenses for snowmobiles, ATVs, motorboats, and firearms, but only qualified motor vehicle traffic violation convictions require the revocation of the operating privilege. This limitation in the bills is consistent with a policy of revoking operating privileges only for traffic violations.

Both bills require revocation for operating a motor vehicle with any detectable amount of a defined restricted controlled substance in the blood. Some drivers are undoubtedly impaired by some amount of these restricted controlled substances so as their operation of a motor vehicle is likely to result in death, personal injury or serious property damage. Revocation under these circumstances is consistent with a policy of revoking only for traffic violations that are likely to result in death, personal injury or serious property damage. These drivers may be prosecuted under existing law.

Both bills also require revocation of the operating privilege for any detectable amount of a defined restricted controlled substance in the blood while operating a motor vehicle. The Department of Transportation is unaware of generally recognized minimum levels of restricted controlled substances in the blood above which a person's ability to safely operate a motor vehicle is impaired. To the extent some drivers may not necessarily be impaired by the level of restricted controlled substances detected in their blood, the revocation requirement in the bills may not be consistent with the policy. Correlating blood levels of certain restricted controlled substances with specific driving impairment problems may not yet be possible.

Dated: August 21, 2003

# CORRESPONDENCE MEMORANDUM

Wisconsin Department of Transportation

DT1175 97

Date:

August 21, 2003

To:

Senator Zien, chairperson; Representative Gundrum, chairperson

Senate Judiciary Committee on Corrections and Privacy, Assembly Committee on Judiciary

From:

Gary Prideaux-Wentz, Director, DMV Bureau of Driver Services

Subject:

WisDOT technical comments and concerns related to AB458 and SB224

#### **Driver License Withdrawal for Driving Related Violations**

AB458 and SB224 prohibit a person from having a detectable amount of certain restricted controlled substances in their blood while operating a motor vehicle, ATV, snowmobile, or a motorboat or operating or going armed with a firearm. The department has continuously urged the legislature to take driver-licensing actions only for motor vehicle operation related offenses and not for other types of violations. The department appreciates these bills not requiring driver-licensing action for violations related to ATVs, snowmobiles, motorboats, and firearms.

## Consistency with 1997 Act 84 Provisions for Revocation

In the mid-nineties a task force with representation from all aspects of the highway safety community, including the legislature, developed new policy for treatment of revoked and suspended drivers. The policy eventually passed into law as 1997 Act 84. This complete rewriting of "Operating After Revocation" (OAR) and "Operating While Suspended" (OWS) law is based on the concept that only traffic offenses "that are likely to result in death, personal injury or serious property damage" should result in license revocation. The second part of this concept is to treat offenders who operate after revocation (OAR) more severely because they pose a greater highway safety threat based on the seriousness of their offense. Act 84 makes operating after revocation (OAR) a criminal offense and operating while suspended (OWS) a non-criminal traffic violation. It codified this concept in Wisconsin Statute 13.0965 requiring the Department of Transportation to report back to the legislature as to whether a proposed revocation is consistent with this policy. This report becomes published as part of any such bill. The purpose of this report is to assist the legislature in preserving revocations for only the most serious offenses.

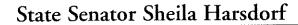
Under current law a person must either be impaired and/or have an alcohol concentration above an established impairing limit to be convicted of an impaired driving offense. Drivers meeting these standards are subject to license revocation. Violators of other alcohol operation offenses such as the "Under 21 – Not A Drop" law are subject to license suspension. If a drugged driver is impaired, he or she may be prosecuted under existing impaired driving law and subject to license revocation upon conviction. If impaired or not impaired but have some level of a restricted controlled substance in their blood, these bills allow for revocation upon conviction. If the driver is not impaired, this bill may not meet the standard established in Wisconsin Statute 13.0965 and would more appropriately have their privilege suspended rather than revoked. This would be consistent with alcohol offenses where no standard of impairment is met.

## Pre-trial Administrative Suspension for "Per Se" Drugged Driving Arrests

Under existing law, drivers arrested for impaired driving and with an alcohol level above the established legal limit are subject to an immediate license suspension. This administrative suspension takes place without the benefit of going through the legal process because of strong evidence of impairment and the potential threat to highway safety. Violators of other alcohol operation offenses such as the "Under 21 - Not A Drop" law are not subject to a pre-trial license suspension. The legislature may wish to consider removing the administrative suspension requirement from these bills to keep them consistent with existing law.

#### **Enforcement of "Per Se" Driving Law**

It may be difficult for law enforcement officers to justify a traffic stop without observing impaired driving behavior or another violation of a law. DMV does not know to what extent facilities are readily available to test persons' blood for any detectable amount of any restricted controlled substances or whether there are judicially recognized standards of reliability for such blood tests. DMV is unaware of generally recognized minimum levels of restricted controlled substances in the blood above which a person's ability to safely operate a motor vehicle is impaired. Correlating blood levels of certain controlled substances with specific driving problems may not yet be possible, but this does not necessarily have to impede efforts to halt the use of restricted controlled substances by drivers in a manner to reduce the number of crashes, deaths, and injuries.





To: Members of the Assembly Criminal Justice and Senate Judiciary, Corrections, and Privacy

Committees

From: Senator Sheila Harsdorf

Date: August 21, 2003

Re: SB 224/AB 458

I would like to thank you for allowing me to submit testimony in support of SB 224 and Assembly Bill 458. These companion bills would prohibit driving under the influence of illegal drugs in Wisconsin, and would put in place more appropriate penalties for such infractions that result in death.

As you know, in Wisconsin the maximum penalty an individual who kills another while driving drunk can receive is 40 years in prison. As we have seen recently, drivers who kill someone while driving with illegal drugs in their system are often charged with homicide by negligent driving, which carries a maximum two year prison sentence.

This disparity in sentencing is simply not acceptable. The zero tolerance provisions of SB 224 and AB 458 are necessary to bring individuals to justice who use illegal drugs and get behind the wheel of an automobile. Impaired driving no matter what the substance used is dangerous, and we need to eliminate the discrepancy in sentencing based on the drug of choice.

Wisconsin law already recognizes the value of absolute sobriety. For individuals who have three or more prior convictions, suspensions or revocations for drunk driving, the maximum allowable Blood Alcohol Limit is .02, which is essentially absolute sobriety. Why would we not expect the same standard for drugs that are already illegal to use?

Other states have seen fit to adopt similar zero-tolerance policies. In fact, neighboring states of Minnesota, Illinois, and Iowa have nearly identical zero tolerance provisions in their statutes. It is time that Wisconsin joined these states in adopting sentencing parity for illegal drugs.

I urge your quick action on this legislation in order to provide safety for Wisconsin's citizens and justice to families who have loved ones killed by drugged drivers.



# Mary Lazich

#### Wisconsin State Senator

Senate District 28

Senate Committee on Judiciary, Corrections and Privacy And Assembly Committee on Judiciary

> Testimony Senate Bill 224 and Assembly Bill 458

> > August 21, 2003

Thank you Chairmen and Committee members for your attention to Senate Bill 224 and Assembly Bill 458.

A number of incidents in the Milwaukee area in recent years points to a growing problem: A Pewaukee truck driver with marijuana in his system collided with a car driven by an 18-year-old woman, divided the car in two, and the driver was killed. An Oconomowoc teenager smashed a car into a house after taking a prescription painkiller. A 13-year-old girl died on the way home from an all-night rave party in Kenosha after the 19-year-old driver of the car she was traveling in lost control of the vehicle. The driver had ecstasy and marijuana in his system. An eight-year-old boy from Glendale was killed in Illinois at the time the family car was rear-ended by a driver

Testimony on SB 224 and AB 458 August 21, 2003 Page Two

who had ingested cocaine. And there is Baby Luke, whose life was terminated by a driver who had ingested cocaine.

Various drugs impair drivers in various ways. Any drug, illegal, prescription, or even over-the-counter, can cause slower reaction time, altered depth perception, hyperactivity, reduced peripheral vision, confusion, and/or drowsiness. Two of the drugs most commonly abused by teens, marijuana and ecstasy, are particularly dangerous for drivers. They each distort visual perception, impair motor coordination and reaction time, and inhibit a person's ability to think and solve problems. In the case of marijuana, these effects can last several hours after smoking. Ecstasy has the added danger of being a stimulant that can create false confidence and a feeling of energy and power. Like other stimulants, such as cocaine or methamphetamine, ecstasy may increase risky driving behaviors like speeding or sudden, unsignaled lane changes.

The National Highway Traffic Safety Administration estimates that 15 percent of all drivers involved in fatal crashes were subject to blood tests, suggesting that the incidence of driving while impaired by alcohol or other drugs is potentially significantly underestimated. It would be wonderful for law enforcement officials to have the technology to quickly detect drugged drivers in much the same way as breathalyzers are used to detect drunk drivers; however, they do

Testimony on SB 224 and AB 458 August 21, 2003 Page Three

not. Until law enforcement has such technology, it is prudent to adopt a zero tolerance policy for illegal drugs. If this legislation is passed, Wisconsin will join eight other states that have similar zero-tolerance laws, including Illinois, Iowa, and Minnesota.

This legislation will remove the discrepancy between penalties for causing death or injury while driving intoxicated which is a maximum 40 years in prison, and causing death or injury while driving drugged which is a maximum 2 years. As exhibited by the results of the tragic cases I mentioned earlier, two years is a woefully inadequate punishment for a driver who uses illegal drugs and seriously injures or kills another individual through their sheer disregard for others' safety.

Passage of Senate Bill 224 and Assembly Bill 458 will send a powerful message to everyone that driving after using illegal drugs, like driving while intoxicated will not be tolerated in Wisconsin.

MAL/amm



#### **MEMORANDUM**

To: Members of the Assembly Committee on Judiciary and

the Senate Committee on Judiciary, Corrections and Privacy

From: Criminal Law Section, State Bar of Wisconsin

**Date:** August 21, 2003

**Re:** SB 224 and AB 458

The Criminal Law Section of the State Bar of Wisconsin is opposed to Senate Bill 224 and Assembly Bill 458 proposing zero tolerance for drugged drivers.

While the Criminal Law Section agrees that dangerous drivers should be held accountable, the Section opposes this legislation because it contradicts core principles of criminal law that criminal culpability requires a bad mind (mens rea) in combination with a bad act (actus reus). Abandoning notions of such culpability, this legislation allows drivers to be arrested and subjected to chemical testing when there are no signs of driving impairment.

This legislation also raises issues of enforceability. Law enforcement must have reasonable suspicion to justify an investigatory traffic stop. Under this legislation, how will officers determine they have reasonable suspicion to pull someone over for a drugged driving violation if there is no evidence of driving impairment? If a vehicle is involved in an accident and has come to a stop, on what basis will an officer form probable cause to justify an arrest and chemical testing if there are no signs of impairment? Under these circumstances, law enforcement would make an arrest based on thin evidence that is likely to be challenged as a constitutional breach.

Using drugs and driving can pose a threat to public safety. Impaired drivers should be targeted by law enforcement. However, as with drunk driving, standards should be developed so law enforcement could test for actual impairment. This legislation contains no such standards and therefore makes enforcement problematic.

In addition to enforcement issues, the Criminal Law Section is concerned about the threat of arrest to those with medical conditions treated with prescription drugs. While the legislation creates a defense for those who have a valid prescription for certain controlled substances, those taking medication under the supervision of a doctor would risk arrest and chemical testing every time they got behind the wheel.

For these reasons, the Criminal Law Section of the State Bar of Wisconsin urges committee members to oppose SB 224 and AB 458.

If you have any questions, please contact Deb Sybell, Government Relations Coordinator, at (608) 250-6128.



ASSISTANT MAJORITY LEADER

CHAIRPERSON
COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY

VICE CHAIRPERSON

COMMITTEE ON HOMELAND SECURITY, VETERANS AND MILITARY AFFAIRS AND GOVERNMENT REFORM MEMBER

COMMITTEE ON SENATE ORGANIZATION
COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES
COMMITTEE ON LABOR, SMALL BUSINESS DEVELOPMENT AND CONSUMER AFFAIRS
SENTENCING COMMISSION
COUNCIL ON TOURISM
JUDICIAL COUNCIL

#### **MEMORANDUM**

TO: Senator Gary George, Member, Senate Committee on Judiciary,

Corrections & Privacy

FR: Senator Dave Zien, Chair, Senate Committee on Judiciary, Corrections

& Privacy

DT: September 5, 2003 (hand delivered 9:00am)

RE: Paper Ballot for SB224 (1 page)

Please consider the following bill and vote on the motion below. Return this ballot to Senator Dave Zien, Room 15 South, no later than 12:00pm (noon) Monday, September 8, 2003. Committee members' ballots not received by the deadline will be marked as not voting. If you wish to review any materials related to the bill, please contact the Committee Clerk.

#### Senate Bill 224

Relating to: operating a vehicle or operating or going armed with a firearm after using certain controlled substances and providing penalties.

By Senators Harsdorf, Lazich, Lassa, Roessler, Kanavas, Darling, S. Fitzgerald, Stepp, Leibham, Kedzie, Reynolds and A. Lasee; cosponsored by Representatives Gundrum, Suder, Ziegelbauer, Staskunas, Kerkman, Krusick, Vukmir, Gronemus, LeMahieu, Turner, Ward, Towns, Petrowski, Olsen, Ainsworth, Weber, Nass, Ladwig, Hines, Ott, Gunderson, J. Fitzgerald, Van Roy, M. Lehman, Freese, Friske, Gielow, Rhoades, Vrakas, Pettis, Albers and Krawczyk, by request of Bill and Michelle Logemann, parents of Baby Luke.

Please consider the following motion:

• Moved by Senator Zien that SENATE BILL 224 be recommended for PASSAGE:

Aye \_\_\_\_\_ No \_\_\_\_\_

Signature C

Senator Gary George







ASSISTANT MAJORITY LEADER

CHAIRPERSON

COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY

VICE CHAIRPERSON

COMMITTEE ON HOMELAND SECURITY, VETERANS AND MILITARY AFFAIRS AND GOVERNMENT REFORM MEMBER

COMMITTEE ON SENATE ORGANIZATION
COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES

COMMITTEE ON LABOR, SMALL BUSINESS DEVELOPMENT AND CONSUMER AFFAIRS

SENTENCING COMMISSION COUNCIL ON TOURISM

JUDICIAL COUNCIL

#### MEMORANDUM

TO: Senator Cathy Stepp, Member, Senate Committee on Judiciary,

Corrections & Privacy

FR: Senator Dave Zien, Chair, Senate Committee on Judiciary, Corrections

& Privacy

DT: September 5, 2003 (hand delivered 9:00am)

RE: Paper Ballot for SB224 (1 page)

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Please consider the following motion:

Moved by Senator Zien that SENATE BILL 224 be recommended for PASSAGE:

Ave

No

Signature

Senator Cathy Step







**ASSISTANT MAJORITY LEADER** 

CHAIRPERSON

COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY

VICE CHAIRPERSON

COMMITTEE ON HOMELAND SECURITY, VETERANS AND MILITARY AFFAIRS AND GOVERNMENT REFORM

COMMITTEE ON SENATE ORGANIZATION COMMITTEE ON ENVIRONMENT AND NATURAL RESOURCES COMMITTEE ON LABOR, SMALL BUSINESS DEVELOPMENT AND CONSUMER AFFAIRS SENTENCING COMMISSION COUNCIL ON TOURISM JUDICIAL COUNCIL

#### MEMORANDUM

Senator Tim Carpenter, Member, Senate Committee on Judiciary, TO: Corrections & Privacy

Senator Dave Zien, Chair, Senate Committee on Judiciary, Corrections FR: & Privacy

September 5, 2003 (hand delivered 9:00am) DT:

Paper Ballot for SB224 (1 page) RE:

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Please consider the following motion:

 Moved by Senator Zien that SENATE BILL 224 be recommended for PASSAGE:

No

Signature

Senator Tim Carp







**ASSISTANT MAJORITY LEADER** 

CHAIRPERSON
COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY

COMMITTEE ON JUDICIARY, CORRECTIONS AND PRIVACY
VICE CHAIRPERSON

COMMITTEE ON HOMELAND SECURITY, VETERANS AND MILITARY AFFAIRS AND GOVERNMENT REFORM MEMBER

COMMITTEE ON SENATE ORGANIZATION
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SENTENCING COMMISSION
COUNCIL ON TOURISM
JUDICIAL COUNCIL

#### MEMORANDUM

TO: Senator Scott Fitzgerald, Member, Senate Committee on Judiciary, Corrections & Privacy

FR: Senator Dave Zien, Chair, Senate Committee on Judiciary, Corrections & Privacy

DT: September 5, 2003 (hand delivered 9:00am)

RE: Paper Ballot for SB224 (1 page)

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Please consider the following motion:

■ Moved by Senator Zien that SENATE BILL 224 be recommended for

PASSAGE:

Aye

No

Signature

Senator Scott Fitzgerald





Environmental Health Division 2601 Agriculture Dr. P.O. Box 7996 Madison, WI 53707-7996

Phone: (608) 224-6202 • (800) 442-4618

FAX: (608) 224-6213

#### University of Wisconsin

#### Senate Bill 224/Assembly Bill 458

Good morning ladies and gentlemen, my name is Laura Liddicoat. I am a Chemist Supervisor in the Toxicology Section of the State Laboratory of Hygiene. The State Laboratory of Hygiene is Wisconsin's public health laboratory. The Toxicology Section provides alcohol and drug testing services for the state in support of operating while intoxicated statutes (also known as OWI).

I have been with the Toxicology section for 17 years. During this time I have analyzed more than 40,000 samples for OWI cases and testified in more than 300 trials throughout the state. The majority of these trials were alcohol related, as alcohol continues to be the most common drug detected in impaired drivers. Approximately 100 of these trials involved charges of driving while impaired by drugs other than alcohol.

Today I would like to provide a little background information and then discuss three points related to the State Laboratory of Hygiene's perspective of Assembly Bill 458.

In calendar year 2002, the State Laboratory of Hygiene received and analyzed more than 20,500 specimens for alcohol content. In approximately 6% of these cases, law enforcement officers requested additional testing for drugs other than alcohol. In general, drug testing is only performed when the alcohol concentration is less than 0.10. The drug testing data shows the following:

- > The drug identified most often is delta-9-tetrahydrocannabinol (delta-9-THC), the psychoactive drug found in marijuana. Delta-9-THC or its metabolites were found in 44% of drivers tested for drugs.
- > Cocaine is the second most frequently detected drug, and was found in 14% of the specimens.
- > The next two most commonly detected drugs are prescription medications. Diazepam (Valium) was found in 8 % and alprazolam (Xanax) was found in 5 % of the cases.
- > Most of these specimens contain multiple drugs, from several drug classes and often mix prescription medications with illicit drug substances.

In regard to the State Laboratory of Hygiene's perspective of Assembly Bill 458:

#### 1) This bill targets illicit drugs, not prescription medications.

The targeted drugs include cocaine, methamphetamine and those listed under Schedule I of the uniform controlled substances act. Delta-9-THC is specified to eliminate any confusion that could arise from THC metabolites that can be detected in the blood for long periods of time.

The drugs specified are primarily illegal, with only a few having limited medical applications. A person with a valid prescription for one of these drugs, and taking the medication as directed by their doctor will not be affected. The vast majority of prescription medications are not affected by this legislation.

#### 2) Current laboratory testing methods for these drugs are in place, accurate and reliable.

The majority of this drug testing is performed by the State Laboratory of Hygiene. Testing for these drugs will NOT require new technology or time to develop new methods. The procedures currently in use meet the high standards for precision and accuracy required by the courts.



3) At this time, we expect that additional laboratory tests resulting from enactment of this bill can be provided by the State Laboratory of Hygiene without additional budget in this biennium.

The State Laboratory of Hygiene currently receives \$1.4 million annually from OWI surcharge fees to cover testing costs and the costs related to testifying in court. We anticipate an increase in drug testing as a result of this statute, but at this time do not know how significant it may be. The full workload or cost impact of this change will likely not be known for at least a year.

Thank you for this opportunity to speak with you today. I'm happy to answer any questions you have. Dr. Ron Laessig, the State Laboratory of Hygiene's Director, is here with me today and can also answer your questions.

13.0965 Review of bills proposing revocation of an operating privilege. If any bill that is introduced in either house of the legislature proposes to revoke a person's operating privilege upon conviction of that person for any offense, the department of transportation shall, within 4 weeks after the bill is introduced, prepare a report that states whether the bill is consistent with a policy of revoking an operating privilege only for traffic violations that are likely to result in death, personal injury or serious property damage. The report shall be printed as an appendix to the bill and shall be distributed in the same manner as amendments. The report shall be distributed before any vote is taken on the bill by either house of the legislature if the bill is not referred to a standing committee, or before any public hearing is held before any standing committee or, if no public hearing is held, before any vote is taken by the committee. A bill that requires a report by the department of transportation under this section shall have that requirement noted on its jacket when the jacket is prepared. When a bill that requires a report under this section is introduced, the legislative reference bureau shall submit a copy of the bill to the department of transportation.

Aceds to be done in 4 weeks.

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